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# ANNUAL REPORT 1978-1979



BOARD OF EDUCATION  
MASSACHUSETTS DEPARTMENT OF EDUCATION

## MASSACHUSETTS BOARD OF EDUCATION

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# BOARD CHAIRPERSON'S LETTER

On behalf of my colleagues on the Board of Education, I am pleased to submit the Fiscal Year 1979 Annual Report of the activities of the Board and Department of Education. This 142nd report to the citizens of the Commonwealth provides the public with an account of progress made under specific objectives.

This year was a memorable one for the Board, marked by significant and far-reaching accomplishments. The Board promulgated regulations for its new Policy on Basic Skills Improvement. The policy and its regulations were the culmination of several years of deliberation by the Board, the Commissioner and an advisory committee of educators and the general public. With a set of regulations to guide them, school systems could begin to implement the policy statement designed to ensure all Massachusetts students with competency in basic skills.

The Board demonstrated its commitment to providing educational services to all members of the community in its adoption of the Policy on Community Education. The Board also approved the Policy on Adult Education, which paved the way for a more coordinated system of adult education programs that will serve a wider range of adults. A position paper on the gifted and talented adopted this year indicated the Board's continuing support of programs designed to meet the educational needs of this important population of students.

Educational personnel in Massachusetts and more particularly their students will benefit in years to come from two major developments. This was the trial year for the Commonwealth Inservice Institute, established by the Board in April 1978. The Board funded programs designed to improve the teaching or learning in a school or department of a school, and most of them were deemed successful by participants. The Board approved new regulations for the certification of all educational personnel, marking the first major reform of educational certification in the state since 1956. Under these new regulations, certification is based on evaluation of performance.

The Board has taken steps in recent years to become more accessible to the public and to increase understanding of its goals and priorities. During the year, the Board conducted its meetings in different regions of the state, and time was set aside at each meeting to hear from parents, students, teachers, committee members and others. Individual Board members were accessible to the public and attended numerous meetings to share ideas and to listen.

Efforts were made to work closely with other state agencies and educational organizations. Thus, an action plan for the State Youth Employment Policy was drafted jointly with the State Employment and Training Council. Health education programs were developed jointly with the Department of Public Health. The Department of Youth Services worked with the Division of Special Education to improve delivery of services to youth and adults in correctional institutions. A federal grant program was implemented in cooperation with the State Energy Office.

The Board's composition continued to change this year as two members—Edward E. Phillips of Weston and Julian T. Houston of Brookline—ended their service. The Board welcomed student member John Anthony, a West Boylston High School senior who began his term of office during this period.

I wish to express the deepest gratitude to present and former members of the Board and to Commissioner Gregory R. Anrig and the Department of Education staff for the excellent record of accomplishment during 1978-79.

Charles T. Grigsby  
*Chairperson, Board of Education*

# COMMISSIONER'S LETTER

The Annual Report which follows describes actions of the Department of Education to carry out the Board of Education's goals, priorities and objectives during the 1978-79 school year.

This was a year of major accomplishments—a year in which important policy decisions by the Board were translated into action. The Basic Skills Improvement Policy, approved by the Board in August 1978, saw its first year of direct preparation for the implementation of the regulations that were issued by the Board in January 1979. School districts were aided in their understanding of the Board objective through workshops held across the state. State tests for secondary school students were developed and field-tested with a statewide sample of high school seniors. In keeping with this emphasis on basic skills improvement, new monies under Title I of the Elementary and Secondary Education Act were directed, for the first time, to support basic skills compensatory programs at the secondary level.

The Commonwealth Inservice Institute, established by the Board in April 1978, saw its first year of operation. Over 40 inservice programs were funded for teachers and administrators, and early evaluations by participants have indicated the success of these programs.

School districts were aided this year in understanding and working with the new school aid formula which was enacted into law in July 1978. The Department's Office of Executive Planning was given responsibility for analyzing the impact of this school finance reform law on existing inequities over the next three years.

Steps were taken to implement recommendations of the Board's position paper on guidance and counseling, and an action plan to carry out the State Youth Employment Policy was jointly adopted with the State Employment and Training Council. Two new policies approved by the Board—one on adult education and another on community education—will encourage improved educational services for a wide spectrum of the Commonwealth's citizens in years to come.

Continued emphasis was placed on expanding occupational education programs to include more minority, female, handicapped and bilingual students. The arts, another continuing priority, was advocated as a tool for teaching special needs students, as a means of teaching the basic skills, and as a resource in the desegregation process.

The progress described in this report reflects the work of the Board of Education and my colleagues in the Department. The advances that were made, however, relied heavily on the support received from local school officials, the public and the Great and General Court. For their support and cooperation I am deeply grateful.

Gregory R. Anrig  
*Commissioner of Education*



# INTRODUCTION

The 1978-79 Annual Report of the Massachusetts Department of Education is organized under headings which outline a long-range state role in governance of public elementary, secondary and adult education. The following elements provided a framework for achieving Board of Education goals for public education in the Commonwealth of Massachusetts: educational program improvement, organizational capacity-building, equalization of educational opportunity, public accountability, interagency coordination and efficient agency management.

Each priority has been reported or acted upon in Board meetings during 1978-79 and written reports of progress, or the lack of it, have been submitted monthly to the Board. The following report summarizes where these objectives have been attained and where they have not.

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# EDUCATIONAL PROGRAM IMPROVEMENT

*The state role is to assure equal access to all educational offerings for all students. To meet individual needs, the Department of Education promotes diversity and quality in educational programs. The state educational agency also administers state and federal funds so that areas in need of improvement are addressed and assistance provided in evaluating the quality and outcomes of educational programs.*

The Board of Education adopted the Policy on Basic Skills Improvement on August 29, 1978. After secondary level basic skills objectives were validated through a special study by Clark University and reviewed in public hearings, the Board promulgated regulations incorporating the policy on January 23, 1979. To assist people in understanding the Policy and Regulations, six regional workshops were conducted. In April, the Board approved prototypes of the state tests in reading, mathematics and writing for use at the secondary level and adopted criteria for the approval of locally developed tests for the secondary level. The Commissioner issued an approved list of commercially available tests for use at the secondary level.

*Implementation of the policy on improving basic skills by September 1980*

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## **State competency tests for communications and mathematics skills developed and validated with a statewide sample of secondary students.**

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Over 11,000 Massachusetts high school seniors took the state tests and the results will be disseminated to school officials in September 1979. Six regional workshops attended by 1,100 people were conducted to assist schools in understanding the evaluation options in the Policy and Regulations. For FY80 the Advisory Committee on Basic Skills Improvement plans to submit to the Board recommendations for final specifications for listening and speaking skills and will initiate development of recommended specifications for other areas which will be optional for school committees under the Board's policy.

*Development of specifications for such skill areas as listening and speaking*

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**Greater flexibility in the use of federal special education funds under Public Law 94-142, The Education for All Handicapped Children Act.**

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*Improvement of the education of special needs students*

Due to significant progress made by Massachusetts in providing all its special needs students with a fully appropriate education, the United States Office of Education has agreed to grant the Commonwealth greater flexibility in the use of federal special education funds. A total of \$13 million in federal special education funds was distributed to school districts this year on a per special needs pupil basis, or 79% of the total federal allocation for Massachusetts compared to the 75% distribution requirement of the statute. This flexibility was incorporated in instructions for the development of the 1979-80 annual program plan for special education.

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**Initiation of a program audit and monitoring system in which all Massachusetts school districts are reviewed on a four-year cycle.**

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*Modification of compliance review procedure*

Three collaboratives and 119 school districts were reviewed in FY79 covering a total school population of 250,000. Of this number, 49 school districts underwent a comprehensive program audit and 70 school districts received the briefer compliance review. The new compliance review procedure requires significantly less staff time and makes possible satisfactory review of programs in most school districts. This modification makes possible the systematic monitoring of special education programs in all school districts of the state on a four-year cycle within existing staffing levels of the Department.

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**The Department is reviewing, and where needed, taking appropriate corrective action regarding discrimination in the placement of minority special needs students.**

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The Division of Special Education this year completed a statistical analysis of minority student placement in special

education. On the basis of this analysis, nine school districts were notified of *prima facie* denial of equal educational opportunities in accordance with Section 6 of Chapter 71B. Remedial plans are being negotiated satisfactorily with eight of the school districts, and adjudicating hearings are being conducted for the remaining district. In addition, 17 other school districts were notified of potential problems which might require enforcement action next year unless attended to by local officials. The Division now has the capacity to fulfill its Section 6 responsibilities -- to identify potential discriminatory patterns of student assignment -- by using statistics from school district reports.

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**In March Boston schools participated in a comprehensive state audit of special education programs.**

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A comprehensive audit of special education programs in the Boston School Department involving 120 staff members from the Division of Special Education and other divisions and from the regional education centers, was conducted in March 1979. Interviews were held with school administrators, teachers, students and parents. Programs in the nine community districts of the Boston School Department were observed and evaluated. A preliminary program audit report for each of the community districts and for the total special education program in Boston was given to Superintendent Robert Wood in June. After local review, a final report will be presented in the fall to the School Committee. This FY79 program audit will be used as a trial effort preparatory to a comprehensive program audit of several state and federally supported programs in Boston during FY80.

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**Federal funds and program development efforts were directed to increase enrollments of minority, handicapped, female and bilingual students in occupational education programs.**

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Seven target cities (Boston, Fall River, New Bedford, Lowell, Somerville, Springfield and Worcester) were awarded \$3.1



*Further implementation  
of the occupational  
education policy  
adopted in 1976*

million in federal vocational education funds, plus \$739,000 for community colleges serving these urban areas.

In FY79 fifteen school districts received program audits of their vocational programs. Programs in 112 school districts received on-site monitoring by the Division of Occupational Education for compliance with state and federal vocational education standards. The new Quarterly Progress Report, required by all districts receiving federal vocational education funds, was submitted and reviewed by Division staff. The data from the admission plan system, requiring information on program services for special needs and bilingual students from 50 selective vocational schools, were delayed, resulting in delay of the process for the next school year. In March, the 50 schools received forms for 1979-80 and the data are now undergoing review in each regional office. Collaboration between the Divisions of Occupational Education and Administration and Personnel will have to be strengthened for the system to be fully effective. These data are important to aid in affirmative action steps to revise practices which may limit access to occupational education guaranteed by law and regulation.

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### **Federal grants awarded for vocational programs in community colleges.**

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To fulfill objectives of the Joint Policy on Postsecondary Occupational Education adopted by the Board of Regional Community Colleges and the Board of Education in 1977, \$1.2

million was awarded for vocational programs in community colleges. To promote better communication between community colleges and high school guidance counselors, six regional workshops and one statewide conference were held. In addition, a resource manual has been published to provide assistance in developing programs between vocational schools and community colleges.

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### **Grants awarded to the Occupational Resource Center for curriculum development and staff training.**

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In FY79, \$1.4 million was awarded to Boston for 31 projects serving over 9,800 handicapped, minority, female or bilingual students. The Occupational Resource Center (ORC) received \$270,000 for the development of curriculum and staff training. Technical assistance has been provided on a continuing basis regarding curriculum development for the ORC.

*Continued priority to implement the Unified Plan for Occupational Education in Boston*

Chapter 636 (the Racial Imbalance Act) grants have been made for community-based efforts to recruit minority and female students into non-traditional vocational programs by Freedom House and the City-wide Education Coalition. However, progress on the elementary and middle school career exploratory programs mandated by the Unified Plan appears to have come to a halt with the end of Chapter 636 earmarked funds (\$1.5 million) despite earlier commitments from the Boston School Department to take over responsibilities for these programs.

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### **Over \$9 million awarded under Title I Elementary and Secondary Education Act to support new basic skills compensatory education programs at the secondary level.**

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Over \$9 million in Title I Elementary and Secondary Education Act (ESEA) funds were directed to supplementary instructional services at the secondary school level. Additional funds from Title IV-C ESEA were awarded for secondary level programs in basic skills improvement (\$54,000), guidance and counseling (\$400,000) and occupational education (\$520,000). This represents a significant redirection of

*Improvement of secondary level basic skills programs*

federal ESEA funds for the improvement of instruction in secondary schools of the Commonwealth.

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**Promotion of the Board's position paper on guidance and counseling services and implementation of its recommendations.**

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*Improvement of  
guidance and  
counseling services*

Twenty workshops for professional associations and counselors were conducted to improve guidance and counseling services. A handbook on model programs will be published in September as part of the *Resources for Schools* series. Ten Title IV-C ESEA projects were awarded a total of \$400,000 for innovative approaches to guidance. A series of workshops on the use of educational television for guidance attracted approximately 1,000 people.

In addition, \$1.1 million in federal vocational education funds was awarded in FY79 to secondary and postsecondary institutions. This represents a marked increase in the amount of funding designated for improved career guidance services.

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**Board of Education approves Policy on Community Education on December 19, 1978.**

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*Promotion of community  
education*

The adoption of the policy on community education followed broad statewide consultation. The Department received a federal grant of \$48,000 with which to train school district personnel. In cooperation with the State Advisory Committee, eight regional workshops were conducted to promote community education. A publication has been prepared which includes resources and program development ideas and will be distributed in the fall of 1979 as one of the *Resources for Schools* series.

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**Arts programs teach basic skills, assist in desegregation and integrate art for special needs students.**

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Two state conferences on the arts in education were held in FY79. "The Arts Are Special in Education" focused on arts programs for



special needs students and brought together 150 educators from 50 school districts. "Social Studies and the Arts" was attended by over 300 arts and social studies teachers and provided participants with an opportunity to develop skills in integrating the arts into the general curriculum. A publication describing practical aspects of integrating the arts and techniques for organizing, funding and gaining public support for arts programs will be completed in FY80.

More than \$400,000 was granted under the Racial Imbalance Act (Chapter 636) to 64 cultural pairings. In addition, a grant was made to support the Cultural Education Collaborative in its work with the Boston Public Schools, and a contract let to Education Planning Associates under which schools in Cambridge, Lowell and Boston have received assistance in using cultural resources in the desegregation process.

*Promotion of the arts in education through state conferences and grants*



Approximately 175 teachers and parents meeting in Hanover were informed about arts in education programs. In Boston, 750 persons attended the evening session of "The Very Special Arts Festival" that focused on the arts as learning tools for students with special needs. This event attracted over 1,000 students from 50 communities for a series of daylong workshops; participants were special needs students, their classmates and teachers. In Watertown, about 70 members of the local Chamber of Commerce attended a breakfast seminar co-sponsored by the Chamber of Commerce, the Watertown Center for the Arts and the Department of Education.

*Development of public interest for the arts in education*

Six workshops were held on the arts and special needs: four workshops were a follow-up to the fall conference at the Massachusetts College of Art and two workshops on music and movement were conducted at the Greater Boston Regional Center. About 25 persons, representing ten school districts, attended each workshop. Two workshops in art and drama were held in the Southeast region for 30 persons from 12 school districts. Two workshops were held in relation to "The Very Special Arts Festival": in Sutton 50 arts and special needs teachers from 19 school districts attended; and in Northampton 210 students and their classroom teachers attended from Amherst, Northampton and Springfield.

In addition to these activities, 12 arts in education projects were funded for a total of \$420,000 under Title IV-C ESEA, two projects were funded under Title I ESEA for teaching basic skills through the arts, and four instructional television series on the arts were telecast by the Bureau of Media Services.

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**Workshops and monitoring heighten school personnel attention to the need to eliminate sex stereotyping in instructional and administrative practices.**

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*Reduction of sex stereotyping in educational programs*

More than 20 regional workshops for teachers, counselors and administrators were conducted by the Bureau of Equal Educational Opportunity. Four hundred fifty school district staff participated. More than 150 Title IX-Chapter 622 coordinators were trained in the use of a self-assessment manual which was disseminated to every school district. The Bureau of Media Services presented 25 training sessions to about 500 people in the identification and elimination of sex stereotyping in the media.

*Training in regulations on sex equity issues*

Project SCEE (Student Commitment to Educational Equity) staff sponsored 15 workshops for 650 students who received training in state and federal regulations on sex equity issues. In turn, they conducted over 100 workshops in local school districts for students, school staff and community groups. Project SCEE staff and students also produced three student guides on sex discrimination and Title IX, two color videotapes on Title IX and athletics, a handbook on student leadership models and training activities, a casebook of Title

IX school team models, and a handbook on the inclusion of women in United States history courses.

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**Identification and elimination of sex stereotyping practices in physical education, practical arts, and vocational education.**

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Three school districts and two vocational schools received full Chapter 622 program audits by the Bureau of Equal Educational Opportunity and 62 districts received technical assistance of which 21 were on-site. More than 25 school districts received follow-up assistance to insure that practices comply with state and federal law.

*Full Chapter 622  
program audits*

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**Fifteen programs totalling \$100,000 were funded with emphasis on reduction of sex stereotyping.**

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Approximately \$100,000 in federal vocational education funds will support programs to increase access of women into traditionally male vocations and vice versa. Institutions were



awarded \$257,000 for development of displaced homemaker programs. Occupational programs in construction skills for women have been awarded \$1.5 million in CETA funds. All vocational programs are reviewed with the aim of eliminating sex stereotyping practices.

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**Board adopted Policy on Adult Education on  
May 30, 1979.**

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*Planning for the future  
of adult education*

Following broad public discussion, the policy on adult education culminated a four-year effort to formalize Board policy for future options and needs of state support of adult education in Massachusetts. The Board also approved new policies to govern administration of the General Educational Development (GED) test in Massachusetts.

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**Action plan and follow-up workshops, in  
collaboration with the Massachusetts Rehabilitation  
Commission, improve adult education for  
handicapped persons.**

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The number of handicapped adults receiving adult education services increased from 1,910 in FY78 to 2,735 in FY79. The Bureau of Adult Services is collaborating with the Massachusetts Rehabilitation Commission and other divisions in the Department of Education to promote greater access to adult education for the handicapped.

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**Board approved the position statement on  
Education of the Gifted and Talented on  
December 19, 1978.**

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*Promotion of programs  
for the gifted and  
talented*

Continued support will be given to promotion of programs for the gifted and talented through workshops, assistance and dissemination of information. Thirty workshops were conducted during the year to assist local school officials interested in developing programs for the gifted and talented.

In cooperation with the Massachusetts Association for the Advancement of Individual Potential, the Department co-sponsored the Second Annual Conference on the Gifted and Talented at which more than 300 educators, parents and community representatives attended. The Institute for Learning and Teaching at the University of Massachusetts, Boston, has received a Chapter 636 contract to assist in the development of integrated programs for the gifted and talented in Boston, Lynn, New Bedford and Springfield. A guide on gifted and talented programs has been published as one of the *Resources for Schools* series.





# ORGANIZATIONAL STRENGTHENING AND CAPACITY BUILDING

*To strengthen local school district governance and operations, the state Department of Education promotes structures and services which strengthen the local capacity to educate the Commonwealth's children and adults. Town, city and regional school districts are key agents in carrying out the state responsibility. As such, they are held accountable for meeting state standards and laws.*

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**Trial year for the Commonwealth Inservice Institute, approved by the Board in April 1978, proves successful.**

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More than 40 Inservice Institute programs have been funded since November, and early evaluations by participants indicate that most of these programs have been successful. Operations, staffing and funding procedures have been established in the regional centers and in the central office for teachers and administrators to obtain improved in-service education. The Institute director will work with the Department's Executive Committee in planning expansion of Institute services in FY80 and in assuring that division training plans are consistent with Institute objectives endorsed by the Board of Education. The major remaining problem in the operation of the Institute is the amount of staff time required to help develop, review and process each application. It is hoped that this will be resolved with staffing requested in the state budget and in the Title II ESEA State Plan.

*Continued priority for the inservice institute*

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**Hearings conducted on regulations recommended by the Advisory Commission on Educational Personnel result in new certification structure.**

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*First major reform of  
educational certification  
in the Commonwealth  
since 1956*

New and comprehensive regulations for certification of all categories of educational personnel were adopted by the Board on March 27, 1979. These regulations were drafted over four years ago by the Advisory Commission on Educational Personnel, substantially modified by the Commission as a result of five public hearings, and recommended to the Board. The regulations, based on evaluation of performance, will be implemented between September 1980 and September 1982.

*Improvement of the  
city's public schools*

Department activities in Boston have been closely coordinated with the new superintendent of schools, Robert Wood. Special attention has been given to occupational, bilingual and special education and programs supported under Chapter 636, the Racial Imbalance Act. The Department has provided funding to the Superintendent's transition teams.

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**The Department provides workshops, technical assistance and presentations for school committee members.**

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Department of Education services for school committee members have been made available in the following ways: a directory of educational information and resource materials has been compiled and will be distributed in September and the Commissioner has met with four divisions of the Massachusetts Association of School Committees (MASC), in addition to his participation in the Association's Annual Conference.

Regional Centers have undertaken efforts to reach out to school committees in the following ways:

**Greater Boston** - Equal Educational Opportunity staff presented information on legal responsibilities of school committee persons at regional Chapter 622 conferences. Twenty districts were invited; ten participated. A presentation was made to the Cambridge School Committee on the racial imbalance law and voluntary desegregation planning. Quincy and Winchester School Committees were assisted in developing an affirmative action team. Newsletters were mailed to all school committee members. Regional Center program services were mailed directly to all regional committee members.



**Northeast** - Chapter 95 and Chapter 70 informational workshops were held with superintendents and some school committee members attended. A concerted effort was made to include school committee member participation at all workshops. The monthly center newsletter mailing list was expanded to include school committee members.

**Southeast** - Three open houses were held. Two issues of the new publication, *Southeast Notes*, were distributed directly to the chairperson of each of the 90 school committees in this region.

**Central Massachusetts** - Three presentations were made to school committees on reorganization; the center participated in the planning and running of a two-day conference with the Citizen Resource Center for citizens interested in school committee candidacies and other citizen involvement; a workshop was prepared by Chapter 622 staff at the MASC conference; and a workshop on "Proposition 2½-13" was conducted and attended by 75 school committee members, superintendents and other municipal officials. Presentations on the impact of tax caps were made by a superintendent, school committee member, mayor and business manager, as well as Department staff; newsletters are being sent to school committee chairpersons at their home addresses. The center and Citizen Resource Center have sponsored a meeting for new school committee persons in regard to the assistance they can receive from the Department and the Citizen Resource Center.

**Springfield** - Fifteen presentations were made to school committees on school management, fiscal issues, basic skills improvement, Chapter 766, complaint management and other state legislation and Department policies.

**Pittsfield** - The chairman of the Area Six School Committees Association was an active member of the committee planning the Basic Skills Improvement Conference. Personal invitations were mailed directly to the chairman of each school committee in the region for both the Basic Skills Improvement workshop and the Gifted and Talented workshop. The regional center staff conducted three meetings with two school committees to provide technical assistance in the area of special education.

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**The Department assisted over 50 districts in exploring regionalization.**

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On the basis of school district organization plans submitted to the Board by designated districts over the past two years, 53 school districts received assistance from regional center teams, and 35 of these school districts received intensive support from Department staff. A total of seven towns voted to join existing regional or regional vocational-technical districts in FY79. A publication on long-range school district organization, based on reports submitted from school districts in FY78, will be distributed this year.



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**School management assistance was provided to local officials.**

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Nineteen school districts received assistance in the improvement of their transportation programs. The State Conference on School Transportation was attended by 375 participants. Nineteen

workshops were conducted for school officials responsible for completing 1978-79 fall statistical and End-of-Year Reports. Ten school districts received technical assistance with facilities needs assessments related to declining school populations and copies of the Department publication entitled *Declining Enrollments: What It Means and What to Do* were distributed to school officials in FY79. Forty-one workshops were conducted for school administrators and school food service personnel responsible for child feeding, school breakfast and nutrition education programs. The State Conference for School Food Personnel attracted 500 participants.

At its April meeting the Board received a report on enrollment projections up to 1982-83. The supply and demand study for educators will be available in late 1979.

*Report on enrollment projections*

On March 27, 1979, the Board approved the postponement of review of the status of middle/junior high school education in Massachusetts and of preparing a report on future directions for the education of early adolescents.

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**The Department has collaborated with educational and other organizations to help shape state policy on tax and expenditure limitations.**

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The election of a new governor in November precipitated a major state level debate on tax and expenditure limitations. The Commissioner's *ad hoc* committee on school finance was reinstated to promote communication and coordination among the education associations, and between the educational and municipal associations. The Office of Executive Planning provided analyses and computer simulations to the Board, associations, executive officials and committees of the Great and General Court. The Board advised the Joint Taxation Committee on the educational implications of limitations and formally voted a position on school aid distribution in the FY80 state budget. The Commissioner presented the educational implications of various policy choices to the media, various associations, legislative committees, and to the new administration.

The Department of Education was selected by the United States Office of Education as one of the three state education departments to develop an individualized approach to the state plan required by a newly enacted part of the Title II Elementary and Secondary Education Act (ESEA): the Basic Skills Improvement Act. This prototype state plan was developed by a Department team in

*Development of prototype state plan for basic skills improvement*

cooperation with staff of the U.S. Commissioner of Education and was approved as a demonstration plan for other states.

*Exploration of the effects of declining enrollments*

The Commissioner will continue to explore the issues of reduction in force, educational personnel evaluation practices and state laws affecting these issues at the local level, and will consult with educational leaders on how high quality personnel can be retained during a period when teaching and administrative staffs must be reduced due to continued decline in enrollments.

*Dissemination of improved planning information*

Five-year enrollment projections have been reported to the Board and will be disseminated in September, 1979; per pupil expenditure and high school graduate placement reports have been printed and distributed; and numerous computer reports detailing information from the End-of-Year Reports have been distributed to school districts.

# EQUALIZATION OF EDUCATIONAL OPPORTUNITY

*The state role is to assure that constitutional and legislative requirements for public elementary, secondary, and adult education are met. The state is also responsible for seeing that education is financed in a manner which is equitable and for providing leadership to promote equal educational opportunity in the Commonwealth.*

Department staff have presented workshops at the regional centers and have monitored implementation of the school aid formula. Informational materials on the new formula have been disseminated to school officials, educational organizations and to the legislative and executive branches. The Commissioner has recently studied the first report on the effect of the law on existing inequities. New computer programs for the calculation of aid were developed and aid entitlements prepared by Department staff have been certified to the Department of Revenue. The Office of Executive Planning will be responsible for analyzing the impact of this law on existing inequities over the next three years.

The Board of Education continued to be represented in all Boston desegregation efforts of the Federal District Court. The new superintendent of schools and the Boston School Committee have made commitments to educational improvements.

Part-time magnet programs received \$1.2 million in FY79 to serve 7,300 students from nine urban and 23 suburban districts. Forty-two university partnerships—an increase from 21 in 1974-75—and their paired schools and districts received \$2,411,580 to implement programs to improve the quality of education during desegregation.

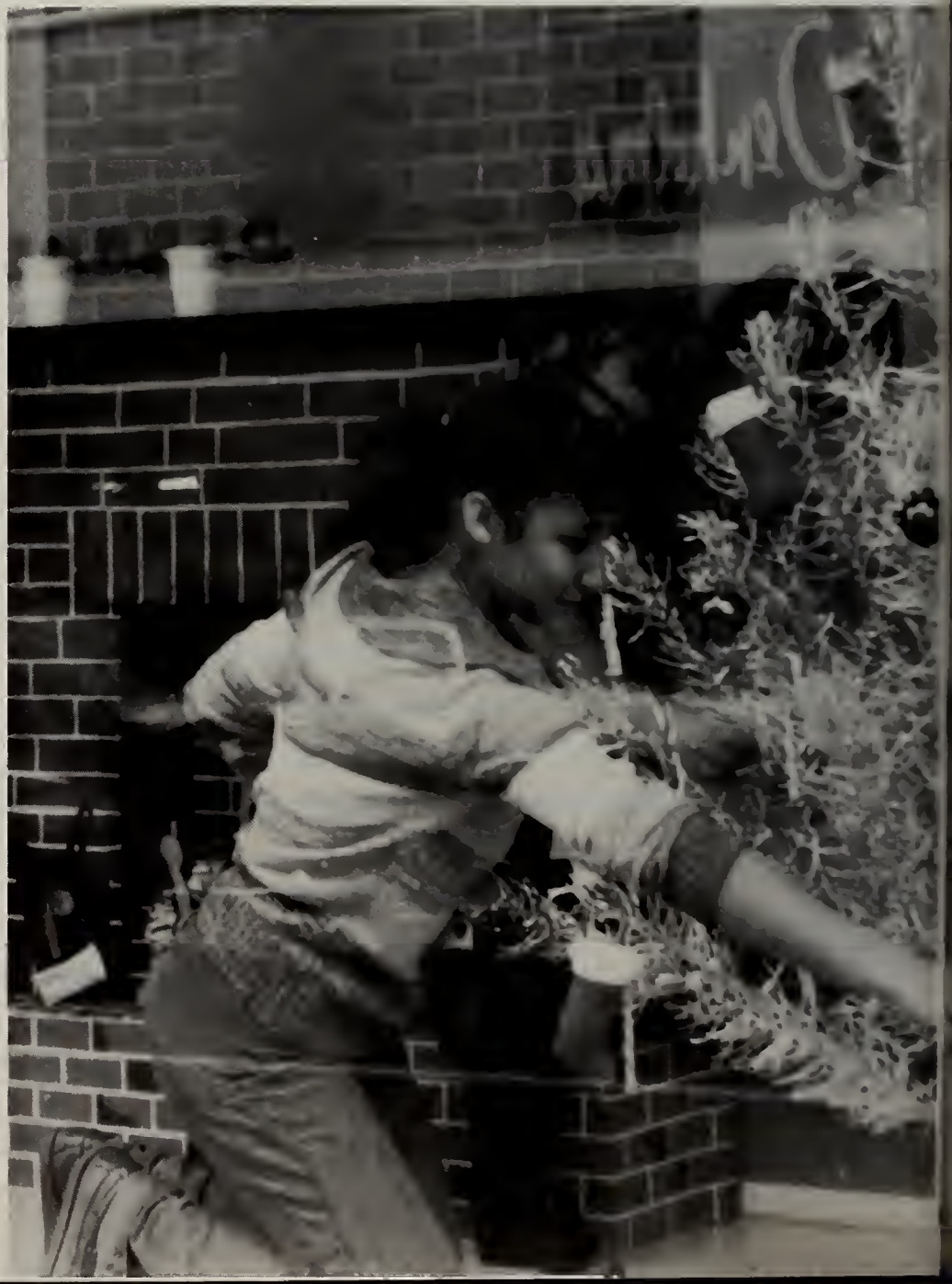
The Bureau of Equal Educational Opportunity provided assistance to 13 districts, with particular emphasis on development of a comprehensive elementary plan in Cambridge and of new magnet schools in Lawrence, Lowell and Lynn. Several districts—including Boston, Framingham, Methuen, Springfield and Worcester—required assistance in relation to school closings or construction which could have an impact upon racial balance. Several districts—including

*School aid formula  
enacted into law in July  
1978*

*Continued participation  
in federal court  
proceedings*

*Continued support for  
magnet education*

*Assistance to school  
districts seeking improved  
approaches to educating  
minority children*



Holyoke, Medford, Winchester and Worcester—required assistance in reducing racial tensions through staff development and magnet programs.

The Urban Information Project-Special Education Appeals has provided 23 training sessions for public school personnel in six cities—Randolph, New Bedford, Taunton, Chelsea, Somerville and Lawrence—with a total of 985 participants. There have been 30 training sessions for parents and community organizations in Boston, Chelsea, Somerville, Lawrence, Fall River, New Bedford, Taunton, Northampton, Cambridge and Woburn, with a total of 675 participants.

*Training workshops for  
parents of special needs  
students*







# PUBLIC ACCOUNTABILITY

*The state role is to promote public awareness, understanding and involvement in education. Public support of education carries with it an obligation for public accountability in a systematic and understandable manner and responsiveness on the part of school personnel to public interest in education.*

A complaint management system, which assures the public that all complaints regarding state and federal education laws will be addressed promptly, efficiently and completely, became fully operational in FY79. A total of 836 complaints has been registered in the Department's six regional offices. Of that number, 775 have been resolved and the remainder are being investigated. The major areas of complaint have been transportation of special needs students, student discipline, Chapter 622 and occupational education.

*Implementation of a complaint management system*

Assessment reports (1977-78) were presented to the Board in September and six regional workshops on the 1977-78 Assessment conducted in October 1978. A total of 750 school officials and other interested persons attended the workshops.

*State assessment program findings made available*

A publication, *Resources for Schools #8; A Review of Massachusetts Statewide Assessment Findings*, which summarizes the curriculum implications of findings from three years of test results, has been distributed.

The Regional Education Councils operated fully under the Board's amended policy in FY79. Better direct lines of communication have been established between the Regional Education Councils and the 766 Regional Advisory Councils. Each Regional Advisory Council along with the Regional Special Education Directors are utilizing new Regional Advisory Council guidelines that provide for clarification of roles and responsibilities. A joint fall conference of Regional Advisory Councils and the State Advisory Commission is planned to further clarify and define the Regional Advisory Council guidelines and operational procedures. Most staffing problems have been resolved by implementation of the Department's Staffing Equity Report.

*Implemented Board's amended policy on regional education*

*Publication of promising  
education practices*

The following *Resources for Schools* publications were issued or will be issued by fall 1979:

- 9: *Resources for Training Educators of Children with Special Needs*
- 10: *A Resource Guide for the Education of Gifted and Talented Students*
- 11: *Guidance and Counseling Programs in Massachusetts Schools*
- 12: *Community Education*
- 14: *Options in Environmental Education*
- 15: *Catalogue of Educational Resource Agencies*
- 16: *School Pairings*
- 17: *Training Programs for Sex Equity*

Publications also were issued by the Department on five-year enrollment projections, per pupil expenditures, post-secondary placement of high school graduates and the new Chapter 70 formula. Computer reports detailing information from the End-of-Year Reports also have been distributed to school officials.

# INTERAGENCY COORDINATION

*The state role is to coordinate educational policies and services with other state and federal policies and services affecting children and families. The state educational agency makes an effort to collaborate with other state agencies, particularly in special education and in occupational education.*

The Division of Special Education has distributed *A Handbook on the Medical Assistance (Medicaid) Program for Local School Districts*, and lists of *Medical Assistance (Medicaid) Program Providers*. A revised version of the Special Education/Health Services Clinic Model Agreement was completed and signed by the Commissioner of Education and former Secretary of the Executive Office of Human Services on December 27, 1978. The Special Legislative Commission on Unequal Educational Opportunity filed a third party payments bill which would enable school districts to access Medicaid dollars and private insurance dollars for certain medical and mental health services. The present Secretary of Human Services is studying both of these measures and has not yet committed the new administration to implementation of the agreement. As a result, training programs have not been initiated pending resolution of state policy.

*Revised Special  
Education/Health  
Services Clinic Model  
Agreement signed on  
December 27, 1978*

Area based planning and budget development teams were functioning in 40 areas. The process is being rethought by the new Secretary of Human Services. It is likely that a modified version will continue. The Executive Office of Human Services and the Department of Education will refund the third year of the five multi-purpose collaboratives. The Division of Special Education will evaluate these sites this year to determine whether or not innovative practices and plans have been developed which can then be replicated to promote better coordination of school district and Human Services programs.

*Coordinated planning  
and delivery of services  
among school districts  
and Human Service  
agencies*



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**An action plan to implement the State Youth Employment Policy was adopted jointly by the State Employment and Training Council and the Board of Education.**

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An action plan was jointly adopted in the fall of 1978 by the State Employment and Training Council and by the Board of Education. A Governor's Conference on Education and Training for the World of Work was cosponsored by the Board and the Executive Office of Economic Affairs in May. The action plan is being implemented as part of the State Plan for Vocational Education. Although delayed by the change of governors, this collaboration is an important model for other states.

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**Educational services improved for youth and adults under jurisdiction of the Department of Corrections, Department of Youth Services and County Houses of Corrections.**

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The Bureau of Institutional Schools has funded seven special education teachers serving 100 special needs students residing in Department of Youth Service Secure Units. In addition, it has funded a special education coordinator for the Department of Youth Services central office. The Division of Special Education through six regional grants has funded 15 educational liaison positions for DYS students. The implementation of a student based data and communication system is nearing completion. The Department of Education and the Department of Youth Services have signed an interagency agreement defining the areas of responsibilities with respect to the delivery of Special Education to eligible youth in the custody of the Department of Youth Services. The Division of Special Education will recommend that eight County Houses of Correction liaisons continue to be maintained through the use of a portion of the state's share of Public Law 94-142 resources.

*Positions funded to aid special needs students*

The Division of Special Education has awarded two grants to the Department of Corrections. Five special education staff will be hired to augment existing Department of Corrections'

*Two grants awarded to the Department of Corrections*

educational services. Interagency agreements between the Department of Corrections, the County Houses of Correction and the Department of Education, have been developed and are under final review prior to signing. These agreements will afford greater service to eligible youth while clearly establishing the responsibilities of all agencies with reference to the provision of mandated services. Approximately \$183,000 in federal Vocational Education Act funds have been awarded to the Department of Corrections for the development and implementation of occupational education programs for inmates. An innovative program in basic skills instruction for Boston's Deer Island correctional facility was implemented under auspices of the Bureau of Adult Services and the Division of Occupational Education.

The result of these collaborative efforts has been to significantly increase the educational service to these previously unserved populations in the correctional system.

*Collaboration in support  
of the Board's policy on  
the arts in education*

In support of the Board's priority on the arts in education, staff continued to collaborate with the Massachusetts Council on the Arts and Humanities, the Artist's Foundation, the Arts Alliance in Education, the Cultural Education Collaborative, and the Coalition of States for Arts in Education. The Cultural Education Collaborative also received funding under Chapter 636 to work with the Boston Public Schools.

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### **The Department of Education and Department of Public Health develop joint programs to improve health services and health education.**

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*Achievement of complete  
statewide immunization*

A school health committee has been formed in the Department of Public Health, and the Department of Education now can communicate with a single source rather than 15 separate units. The major area of collaboration in FY79 was the maximum effort given the 1978-79 immunization program for students K-12. The goal of complete immunization statewide was largely achieved.

A newsletter, *School Health Forum*, was developed and distributed as a joint effort by the Department of Public Health and the Department of Education, reaching 4,500 educators. The Bureau of Student Services and the Bureau of Nutrition Education and School Food Services developed a comprehensive nutrition education program. In conjunction



with the Department of Public Health and the Massachusetts Health Council, seven regional workshops were held for health educators, school physicians and nurses, and other health care professionals; about 850 persons participated. In conjunction with the University of Massachusetts Medical School and Worcester State College, a program was developed on "Activity Related Health Issues in the Schools of Massachusetts", providing information for school personnel in dealing with health care for student athletes. Department staff evaluated physical education programs in over 60 school districts and nominated ten as model programs for the President's Physical Education and Fitness Council. The Department and the Massachusetts Alliance for Health, Physical Education and Recreation sponsored a three-day program for school personnel in health, physical education, recreation, athletics and dance; about 1,800 individuals attended.

Department staff worked with the State Energy Office in implementing the federal energy conservation grant program for schools and hospitals which will bring over \$5 million to Massachusetts.

*Implementation of a state plan to reduce energy consumption*





# EFFICIENT AGENCY MANAGEMENT

*Leadership for public elementary, secondary and adult education in administering state and federal laws is provided. The state Department of Education emphasizes efficiency and assistance as well as regulations and monitoring.*

Audit regulations for all state aid programs were adopted and promulgated by the Board. These regulations will provide school officials with one guide to the fiscal standards they must meet for state-aided programs not covered by federal audit standards. Nine workshops were conducted for school officials responsible for submitting state fiscal reports. For the first time, audit standards for all programs are available in one document for school officials.

*Development of audit regulations for all state reimbursement programs*

The overall effect of special education audits was to make approximately \$1.4 million available under Chapter 70 for additional distribution to all school districts in FY79. \$2.1 million in transportation claims were excepted resulting in \$1.2 million being available for redistribution to all school districts. The following figures summarize the number and type of fiscal audits completed in FY79.

*Fiscal audits conducted*

* Bureau of Institutional Schools "03 contracts" .....	21
* Educational collaboratives .....	20
* Special education.....	40
* Bilingual education .....	5
* Chapter 636 grants .....	12
* Transportation.....	87
* Federal special education grants .....	160
* Federal occupational education grants .....	210
* Federal curriculum and instruction grants .....	300
* Federal/state child feeding programs .....	300

Training sessions for regional staff responsible for administering all grant programs were held in the spring and in December 1978 by members of the Department's Fiscal

Policy Committee. Workshops for school department personnel were conducted in January and February. A total of 829 school personnel participated in these workshops. The Department's Executive Committee, under direction of the Deputy Commissioner for Program Operations, is responsible for full implementation of the two administrative policies: *Administrative Requirements for the Application and Approval of Discretionary State and Federal Grants* and *Financial Accounting and Bookkeeping Requirements for State and Federal Funds Awarded by the Department of Education*.

*Review of selected grant projects*

Five randomly selected grant projects were presented to the Board at monthly public meetings by local grant personnel. A Departmental grants management committee also is preparing a report for presentation in the fall containing recommendations for improving the Department's grants management processes. Periodically, the Board will receive reports on project grants selected at random so as to assess what is being accomplished in school districts with grant awards recommended to and approved by the Board.

*Recommendations of reassignments from the staffing equity report*

All reassignments recommended in the staffing equity report to correct inequities in the present assignment of professional and clerical positions in the Department, will be completed by the end of FY79 with the exception of the Division of Curriculum and Instruction team leaders; implementation of Curriculum and Instruction team leader recommendations will be delayed beyond this fiscal year pending creation of the positions.

*Increase in the number of minority staff*

Minority professional staff represent 14% of the total professional employees in the Department, exclusive of the institutional schools. Minority representation in nonprofessional positions has increased from 11% in FY78 to 14% in FY79. Total minority employees at all levels and units of the Department represent 13.5% of the total employee work force compared to 12% in FY78.

*In-depth review of Department conformance with federal general administrative regulations*

The Fiscal Policy Committee, formed in October 1977 to assure full review of all proposed fiscal policy recommendations before any final decisions are made, has met monthly with good participation from all program units. Workshops on the federal general administrative regulations have been delayed pending issuance of revised federal regulations next fall; committee members represented the Department at hearings held on the proposed new federal regulations. Programming for the contract monitoring system

is complete and a grant information system is currently being designed with a target completion date of December 31.

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**Full-time coordinator appointed for newly formed Special Education/Vocational Education Joint Planning Task Force.**

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To provide leadership in the development of coordinated occupational education programs for special needs youth, the Divisions of Special Education and Occupational Education initiated the Special Educational/Vocational Education Joint Planning Task Force and a full-time coordinator was appointed in February. The Task Force includes representatives from C.E.T.A., the Massachusetts Rehabilitation Commission, and the state Employment and Training Council.

The Divisions of Special Education and Occupational Education have received \$3.2 million to expand vocational educational services for students with special needs. Seventy-three project proposals were received and are being evaluated for recommendation to the Board.

*Expansion of programs for priority populations*

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**Services improved for bilingual special education students.**

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Six local school systems (Lawrence, Somerville, Hudson, New Bedford, Milford and Leominster) received technical assistance in developing models for services delivery to bilingual special education students. All local school systems received the following publications developed by the Division of Special Education: *Bilingual Special Education Resource Directory* and *Guidelines for Non-Discriminatory Assessment of Children with Limited English Speaking Ability*.

One hundred three agency and school personnel working with bilingual special education students received technical assistance in job placement, job openings, assessments and materials. Six colleges received technical assistance in developing bilingual special education programs. Two part-time bilingual special education graduate programs for generic and moderate certification have been initiated to

begin in September 1979 with 30 bilingual students in each category. At eight separate sessions, 282 local school personnel have taken in-service training on bilingual special education issues.

In addition, a Department task force, representative of occupational education, equal educational opportunity and transitional bilingual education, has been meeting to define issues relating to bilingual vocational education such as identification and recruitment, admissions, placement, programs and accessibility.

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**The functional/divisional organization structure at Central Massachusetts Regional Education Center has been evaluated and improved.**

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Evaluation of the functional/divisional organization project at the Central Massachusetts Regional Center was completed by an independent consulting firm. This project was expanded to include coordination of funding. The regional center's overall delivery of services and credibility to local school districts and its internal operations have improved substantially since the inception of the project.

Plans for FY80 have been agreed to between the regional center director and the Department's Executive Committee to explore options for greater staffing flexibility in order to further test the feasibility of functional teams at the regional center level of the Department.

# SPECIAL FY79 TASKS

*Each year important tasks arise which were not included or anticipated at the beginning of the year.*

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## **The Board reviews selected Department operations.**

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In FY79, the Board conducted a series of program reviews of selected Department of Education operations. These involved presentations to monthly Board of Education meetings and development of background materials for the Board.

Operations reviewed were:

- \* Massachusetts Educational Television
- \* Special Education Appeals
- \* Institutional Schools
- \* Transitional Bilingual Education
- \* Arts in Education
- \* Nutrition Education & School Food Services
- \* Fire Fighting Academy

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## **Efforts continued toward final resolution of abuses of federal vocational funds.**

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Extensive assistance was provided to the State Office of Investigation and the Attorney General in the continuing investigation of the abuses of federal vocational funds uncovered by the Department in 1976. At the Department's request, the Department of Health, Education and Welfare has concluded a comprehensive audit of the Division of Occupational Education.



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## **Board submits legislative proposals for the 1979 session of the Great and General Court.**

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The legislative proposals included three bills:

- \* modification of the physical education law to remove the "daily" requirement
- \* transferral of responsibility from school committees to the Department of Mental Health for transportation of adults to mental health facilities
- \* provision of state aid for the "buy-in" costs of joining an existing regional school district

At the time this report was prepared, the physical education bill had been enacted into law and the other two bills had received favorable committee reports but were awaiting action by the House of Representatives.

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## **Communications within the Department and between the Department and its six regional centers improved.**

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To improve communications within the Department, visits to the six regional centers for staff meetings were conducted by the Commissioner, Deputy Commissioners, and Associate Commissioners. In addition, the Deputy Commissioner for Program Operations initiated a monthly meeting with all bureau directors in the Department.

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## **Extensive time and effort were devoted to establishing working relations with the new administration resulting from the November gubernatorial election.**

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Working relations have been established with the new Governor, Secretary of Administration and Finance, Secretary of Economic Affairs, and Secretary of Human Services. Special attention was given to establishing a close

working relationship with the new Secretary of Educational Affairs and his staff.

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### **Top leadership appointment made.**

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Appointment to the top leadership position, Director of Policy Planning and Development, was made in FY79.

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### **Board meetings held outside Boston.**

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Six of 11 regular monthly Board meetings in FY79 were held outside of the central office in all regions of the state, and included meetings with area school officials and regional education council members.

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### **Department held wide range of in-service workshops.**

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A wide range of in-service workshops continue to be provided each year directly by the Department of Education. More than 35,000 persons participated in Department workshops during FY79.







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